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A Rural Youth Development Program was organized in 1965 as an agency under the New Jersey Office of Economic Opportunity to provide counseling, education, vocational training, and job placement for approximately 600 disadvantaged New Jersey rural youth. The first of two phases was designed to provide 450 young men, ages 16 through 21, with short term employment at publicly owned facilities, and was administered by the State Department of Conservation and Economic Development. The second phase, the Manpower Development and Training Component, which was supported by a contract with the Office of Manpower, Automation, and Training of the United States Department of Labor, was designed to provide on-the-job training with public or private employers for the 450 young men completing the first phase of the program, plus 150 additional youths. Aspects of the total program discussed in this report are: organization, sequential history, recruitment, field operations, counseling, job development, and education. A related document is RC 002 661. (VM)

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FINAL REPORT

OMAT PROJECT #82-29-48

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RURAL YOUTH DEVELOPMENT PROGRAM
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I. PREFACE

How does the government of a highly urbanized State look upon the needs of its rural citizens?

Who are the rural poor and what are their needs?

What kinds of programs are needed to meet these needs?

In what ways can it take advantage of Federal programs to provide services to its rural poor?

What shall the objectives be?

In what ways can it use new approaches and methods in mobilizing the resources of its own departments and agencies?

The Rural Youth Development Program, a statewide agency under the New Jersey Office of Economic Opportunity, has been a major response to these questions.

This report describes the successes and failures of the program. It suggests new ways of answering these questions. This is a candid report. This program has made mistakes, perhaps some obvious ones. It has had successes, perhaps outstanding ones. The aim of this report is to present these results so that others may avoid our mistakes and improve upon our successes.

II. THE PROGRAM

The Rural Youth Development Project has been a program of work, counseling, education, vocational training, and placement designed to serve approximately 600 unemployed, out-of-school, and disadvantaged New Jersey rural youth. The project, which involved approximately $1 million in federal funds, was financed through the Manpower Development and Training Act and the Economic Opportunity Act. The project was one of the nation's largest rural youth serving programs operated under either the Manpower Development and Training Act or the Economic Opportunity Act.

The project has been administered by the New Jersey Office of Economic Opportunity in cooperation with the State Department of Conservation and Economic Development, the State Health Department, the New Jersey State Employment Service, and other State and local agencies and groups. The project was closely coordinated with Community Action Programs developed in the rural parts of New Jersey.

The Neighborhood Youth Corps Phase

This phase, under Title I-B of the Economic Opportunity Act, called for 450 young men, ages 16 through 21, to be employed at publicly owned facilities administered by the State Department of Conservation and Economic Development. At these Conservation, game preserve, and recreation facilities the young men performed a variety of jobs and were paid at the rate of $1.25 per hour for the first three weeks and $1.35 per hour thereafter.

The purpose of this phase of the program, during which each youth was employed for approximately five months, was to develop basic skills among the youths. These skills involve such qualities as the ability to come to work on time, to clearly understand work assignments, to work within a group, to understand the vocabulary of work, and to understand one's rights as a worker. Upon acquiring these basic work skills enrollees were referred for specific vocational skills in on-the-job training at a later stage in the program.

The general supervision for the work at the Conservation sites was furnished by RYDP staff as well as by personnel assigned by the host agency. Recruitment was handled by the NJES and RYDP staff. Transportation to and from the work site was provided by RYDP.

The Manpower Development and Training Component

Through an MDTA contract with the Office of Manpower, Automation, and Training of the United States Department of Labor, it was anticipated that the 450 youths in work activities at Conservation sites and an additional 150 youths would be provided services of counseling, remedial education, job development, and on-the-job training. This contract provided funds for up to 300 specific on-the-job training programs with public or private employers throughout the State. These OJT projects were developed through contracts between the New Jersey OEO and employers in cooperation with the Bureau of Apprenticeship and Training of the United States Department of Labor.

Additional supportive services were provided by the State Health Department, the State Rehabilitation Commission, and by VISTA Volunteers.

III. ORGANIZATION

In New Jersey, the State Office of Economic Opportunity was established on October 8, 1964, the day that President Johnson signed the Economic Opportunity Act of 1964.

New Jersey thus became the first State in the nation to take advantage of the new resources afforded by this legislation. In New Jersey, the need to take immediate steps in solving economic and social problems of the poor was based, in part, upon the following information:

1. 180,000 New Jersey families live on less than $3,000 a year.
2. Over half a million adult citizens have not completed even six years of schooling and 90,000 New Jersey adult citizens never attended any school at all.
3. More than 3,000 homes in a typical rural New Jersey county have no running water, no drinking water, no flush toilets, no bath tubs and no showers.
4. While New Jersey's median annual family income rose from $3,720 to $6,786 from 1950 to 1960, New Jersey's welfare case load rose from 115,000 in April of 1960 to 185,000 by 1965 and welfare costs from $30 million in 1954 to $101 million a decade later.

III. ORGANIZATION (Cont'd.)

With the establishment of the State Office of Economic Opportunity, New Jersey's War on Poverty was directed to two major fronts -- urban poverty and rural poverty.

Plans were developed by the State Office to either direct, guide, or operate many programs which would deal with every title of the Economic Opportunity Act. The Rural Youth Development Program was proposed and operated to serve the needs of unemployed young persons 16 through 21 years of age, both male and female, in the sparsely settled parts of the State. The need for a State-run program such as this was apparent. While the larger cities and urban centers were in a fairly good position to get anti-poverty programs moving quickly, it was felt that some time would elapse before the rural areas could be mobilized and organized so that their needs would be met.

The Rural Youth Development Program was formed by a unique association -- an OMAT experimental and demonstration project under the MDTA Act and a Neighborhood Youth Corps program under Title I-B of the Economic Opportunity Act. Through these two sources, it was possible to plan a comprehensive program for youth including paid work experience, counseling, on-the-job training, and placement. It subsequently became possible to incorporate additional supportive services, including remedial medical care, basic education, and VISTA services.

A general plan called for youth to be transported to a Neighborhood Youth Corps work site each day to be provided with work experience to teach basic work skills for a 20-week period. During this time, the enrollee would receive wages for 30 hours of paid work and additionally receive 10 hours of supportive services, including 6 hours of basic education supplemented by group counseling, individual counseling, recreation, and other activities. The basic plan also called for 300 of the 450 youth to be served under the NYC to be eventually referred for on-the-job skill training.

The MDTA contract called for administrative positions, a counseling staff, and a job development staff in addition to funds for on-the-job training. The NYC contract called for staff positions for a Work Experience Program, funds for administration and transportation, and enrollee wages and benefits. Health services were organized in cooperation with the Crippled Children's Commission of the New Jersey Department of Health. During the life of the program, cooperative relationships were developed with public and private agencies in the development of work experience sites and also in the implementation of program objectives.

Within NJOEO, the RYDP Project Director reported to a New Jersey OEO Associate Director, whose area of responsibility was the organization and development of anti-poverty programs throughout rural New Jersey. Because of this tie-in, RYDP program

III. ORGANIZATION (Cont'd.)

objectives were coordinated with and became consistent with planning for all other rural programs under the Economic Opportunity Act.

IV. BASIC ASSUMPTIONS

With the passage of the Economic Opportunity Act of 1964, exciting new possibilities for serving youth became possible. It was assumed rightly that in a State such as New Jersey urban areas would very likely be the focus of much of the new anti-poverty effort. And it was expected that, unless special stimulus was given, services in rural areas would lag far behind.

Furthermore, rural New Jersey has many diverse characteristics. In its eastern sections, the economy centers around the seashore recreation industry. In the southern and central parts of the State, the seasonality of the farm industry is a major factor. In the rural northwest, light industry and dispersed communications prevail. Thus, it became a challenge to organize a single program that would have validity in all of diverse rural New Jersey.

It was a major program assumption that a simple work experience program under NYC would be inadequate since supportive services and skill training could not be obtained through local resources. It was also a major assumption that an on-the-job training and placement program under MDTA alone would be insufficient to meet the needs of rural youth, many of whom, because of rural isolation, inadequate schooling, lack of work experience, lack of maturity, and social deprivation, were clearly ill equipped to enter the employment world.

From these two major assumptions came the "mating" of an NYC Program and an MDTA Program that eventually came to be known as the Rural Youth Development Program. It was conceived that the NYC work experience, being coupled with counseling, education, and other supportive services, would be a pre-vocational experience by which the unemployed school dropout could begin to learn about the world of work. His attitudes about work could be developed. He would be assisted in making appropriate vocational decisions. Some of his educational attitudes and deficiencies could be improved. His physical readiness for work could be enhanced, and he could, as a result of exposure to a program of this type, receive help with a variety of other personal, social, family, environmental, and attitudinal problems.

In its conception, the program further assumed that by incorporating its own job development services, the manpower needs of youth to be served would be more closely met in rural areas and that such a service would act as a stimulus in bringing additional manpower services to the rural areas. The final assumption was that, through providing wages in work experience and through a comprehensive placement program, the numbers of unemployed youth in rural areas could be markedly reduced. In the succeeding pages, additional assumptions with regard to the various program components are described. How well those specific assumptions, as well as these general assumptions above, were met represent the focus of the sections to follow.

V. SEQUENTIAL HISTORY

Prior to approval of the NYC and MDTA programs, key organizational planning for RYDP was under way within the New Jersey OEO. By the time the programs were approved, much detailed planning had been accomplished and many basic policies had already been established. Negotiations with the basic host agency, the Department of Conservation and Economic Development, had been completed; the work sites had been decided upon; a recruitment plan was developed and a phase-in schedule of enrollees was worked out prior to approval.

Job descriptions were written for all the unfilled staff positions including Field Supervisors, Counselors, and Job Developers. These job descriptions were given widespread distribution through the New Jersey State Employment Service, established State personnel departments, business and labor organizations and associations, and service clubs.

Many personal contacts were made with vocational agencies, universities, psychologists, social agencies, and individual acquaintances.

Recruitment of staff for RYDP was conducted on a phase-in schedule which closely related to the enrollee input schedule. There were two stages of staff acquisition -- work site openings and enrollee input.

STAGE I

April 5 -- Parvin State Park (1 work crew)

April 12 -- Wharton (2 work crews)

April 12 -- Tuckahoe-Corbin City (1 work crew)

April 19 -- Millville-Peaslee Dix (2 work crews)

April 19 -- Belleplain State Park (1 work crew)

April 26 -- Fort Mott (1 work crew)

April 26 -- Forked River State Marina (partial work crew)

April 26 -- Island Beach State Park (1 work crew)

May 17 -- Colliers Mills (1 work crew)

May 17 -- Lebanon State Park (1 work crew)

May 17 -- Atlantic City Marina (partial work crew)

Approximately 300 disadvantaged youth were interviewed and 200 were accepted and began work in this period.

STAGE II

The remaining staff positions were filled and planned work sites were opened during this period, which ran from latter May through August, 1965. The geographic area covered ran from the central part of the State through the northwestern parts of the State. The following work sites were opened on the dates shown:

V. SEQUENTIAL HISTORY (Cont'd.)

June 1 -- Allaire State Park (1 work crew)

June 1 -- Cheesequake State Park (1 work crew)

June 14 -- Washington Crossing State Park (1 work crew)

June 14 -- Delaware-Raritan Canal System (1 work crew)

June 21 -- Hackettstown Fish Hatchery (1 work crew)

June 21 -- Voorhees State Park (1 work crew)

June 28 -- Clinton Fish and Game Lands (1 work crew)

July 5 -- Flatbrook Fish and Game Lands (1 work crew)

July 12 -- Ringwood State Park (1 work crew)

July 19 -- Stephens State Park (1 work crew)

During this period, approximately 200 disadvantaged youth were interviewed and 125 were selected and began working.

With the completion of Stage II, there were in operation 22 full-sized work crews averaging 12 enrollees each and 3 work sites averaging 3 enrollees each. These crews worked at 22 different work sites throughout the rural parts of New Jersey. At this time, all of these work sites provided conservation-type work.

Throughout these early months, many problems arose. It was necessary to formulate and re-formulate procedures. It was also necessary to redefine staff responsibilities. Daily schedules had to be changed. Many modifications were made with respect to such things as counseling, VISTA services, health services, etc. However, the basic structure of the program remained the same.

As time went on, two major program deficiencies became apparent. Through the cooperation of the U. S. Department of Labor, the NYC component was modified to meet one of these problems. Because of distention of staff activities and the consequent problems of administration, supervision, and communication, the State was geographically separated into three regions -- North, Central, and South. Three Regional Supervisors were appointed. Two were promoted from the counseling staff and one from the field supervisory staff. The Regional Supervisors assumed many of the supervisory functions under this decentralization with the result that many problems were eliminated or attended to before they became serious.

The second major problem could not be overcome within the context of the current program. Because of dispersal of work sites, staff pressures, and insufficient resources, it became increasingly apparent that we were frequently delayed in understanding the problems and needs of each individual enrollee.

Some psychological and educational testing was performed at the work sites, but, due to the uneven qualifications of the counseling staff and poor testing environments, relatively little was achieved by this.

In the press of other duties, other agencies who had a continuing interest in the youth frequently were not contacted soon enough. It was felt most strongly by RYDP administrative and field staff that some mechanism needed to be found by which an early profile could be gained on each enrollee eligible for the program. An Evaluation Center concept was developed wherein each enrollee would spend approximately three weeks undergoing intensive interviewing, testing, work tryout, medical examination, and other services prior to being referred for additional services. Such a concept was submitted in the form of a proposal which has been recently accepted by USOEO and is a key component of a large demonstration program.

Throughout the program, staff has shown a remarkable stability, the highest turnover being in the non-professional positions. Maintaining a full complement of counselors was difficult. There were relatively few changes in the job development and administrative staffs.

Operations under the existing contract were terminated May 15, 1966, at which time staff was transferred to a new USOEO demonstration assignment. A skeleton MDTA service remained through August 15, 1966, to continue monitoring OJT contracts.

VI. RECRUITMENT

In planning for the recruitment of youth, it was initially necessary to place almost total reliance upon the New Jersey State Employment Service. As more staff were hired and became oriented, it was possible to assign them to direct recruitment activities to supplement that of the Employment Service.

A schedule of proposed work sites was laid out by the staff along with the expected recruitment patterns for each site. The total number of job sites anticipated was 22 with full complements of 18 enrollees each and four individual work sites with four enrollees each, for a total of about 410 enrollees to be enrolled by May 27. It was expected at that time that up to 1,000 applicants would have to be initially screened by the Division of Employment Security in order to recruit the necessary number of eligible enrollees.

The Employment Service was asked to make a survey to see if these estimates were within the realm of possibility. Figures were arrived at which showed that between 4,000 and 6,000 male high school dropouts between the ages of 16 and 22 were presently unemployed and looking for work in rural areas of the state. These estimates were based upon the 1960 census figures and available up-dates and a survey by income level conducted by the Farmers Home Administration. For about half the life of the Program, nearly all recruitment was done by the Employment Service.

Eligibility for enrollment was in accordance with NYC standards plus the following additional considerations: preference given to youth with an estimated reading level of 10th grade and below who were physically fit for strenuous work situations and who were unemployed and had little employment history, and who were especially handicapped as a result of arrest history, broken home, etc.

With the available estimates on the unemployed rural youth, we felt that the Program would have no difficulty staffing up to the required number during the phase-in period, which was through the end of May 1965. It was anticipated, however, that as time went by there would be more and more competition from other programs for these same youth. It was further anticipated that more assistance would have to be given to the Employment Service and that some recruitment efforts would be needed by the RYDP staff. As Community Action Agencies began, they were contacted for recruitment assistance. The network of State Employment Service offices provided the widespread geographic coverage necessary for outreach into the rural areas. The rural nature of the Program and the isolated location of job sites, which were initially with the Department of Conservation, somewhat restricted the recruitment areas. Based on consultations with the Employment Service and Program staff, transportation routes to deliver the enrollees to the work sites were tentatively laid out with two purposes in mind:

1. To keep the bus pickup transportation route within reason as to time;
2. To establish routes so that the most depressed areas would be covered.

The Employment Service was given complete information on Program requirements, income criteria, transportation routes, schedule of intake, and recruitment techniques to assist them in their work. Recruitment by the Employment Service began in mid-March after all the above preparation and the first final screening day was scheduled for March 29, 1965.

The intake process consisting of scheduling specific dates and places with the Employment Service, initial screening and form completion, transportation to final screening interviews, the "sales" job necessary to attract youth into the Program, arrangements for medical examinations and completion of them, the detailed transportation pickup instructions, and all of the attendant administrative work necessary to accomplish the foregoing, was difficult beyond all expectations.

By the end of April 1965, fourteen final screening days had been held and eight job sites were opened. Two hundred fifty youth were interviewed and about 200 were working. Through mid-July, an additional 200 youth were interviewed and, of these, 125 began working.

The above intake figures were somewhat disappointing in that we did not think we were interviewing as many youth as we wanted to. By the end of July, with the Program four months old, many youth who had enrolled beginning in April were leaving the Program for jobs, the Job Corps, and other reasons. It was evident that the recruitment effort would have to be intensified and Field

Supervisors, Counselors, and administrative staff, as well as recently arrived VISTA Volunteers, were placed in the field for recruitment activities. Often these activities were in the evenings and on weekends.

During the first six months of the Program, not one youth who needed the Program was excluded because of transportation difficulties. The actual transportation routes soon did not resemble the proposed transportation routes and had to be changed so that all youth could be picked up and delivered to work. This, of course, had the effect of greatly lengthening travel time. Many specialized arrangements had to be made to keep the Program from becoming a gigantic bus ride for most youth. Many sacrifices were made by the youth themselves who had to walk some distance from their homes to the pickup points. Others were required to ride their bikes, and, where possible, arrangements would be made where parents or guardians, who owned cars, would pick up others and drop them at the designated pickup point. Hitchhiking to these points was discouraged as was driving directly to the sites, in those few instances where eligible enrollees operated automobiles.

In many cases, the Field Supervisor would pick up youth with his own car in his travel to where the bus route began. In a few instances enrollees walked directly to the work site.

Difficult as it was, the initial full staffing of work sites was, in some respects, easier than the re-recruitment efforts which had to be made to sustain the crew levels. Within each working crew, enrollees became prepared for job placement at different times. This necessitated a "filling up" of crews in small numbers. The State Department of Health, which arranged for the medical examinations at hospitals, required no less than 15 examinations per day. This meant that recruitment went from a local office area to a broader regional area with its concomitant transportation problems.

All existing social agencies were contacted for assistance either directly by the Program staff or through existing relationships with the State Employment Service. In addition to Community Action Agencies, the following departments, groups, and agencies were used: welfare, probation, parole, high schools, churches, county and state health departments, mental health agencies, Rehabilitation Commission, county and municipal officials, police departments, youth organizations such as the YMCA, Boy Scouts, etc., juvenile court judges, general stores, post offices, veterans' groups, service associations, and many others. A complete listing of agencies and groups as well as general recruitment procedures is attached. We found that some agencies were more cooperative than others, and, often, months elapsed before some agency contacts became effective in referral.

As noted above, in addition to the "indirect" agency contact, a direct face-to-face recruitment campaign was used with door-to-door contacts made as well as coverage of those places where idle youth usually congregate. This face-to-face recruitment was carried out by the State Employment Service as well as by the Program's own staff.

During the term of the contract, just over 1,000 youths were interviewed by RYDP staff. About 800 of these came through the Employment Service, although it is impossible to say how many were actually recruited by the Employment Service since they received referrals to RYDP from other agencies. It is estimated, however, that the State Employment Service recruited the great majority of these with the help of the other agencies cited above.

The original assumption that Community Action Agencies would be of great benefit to our recruitment proved to be incorrect, the main reason for this being that most Community Action Agencies were fully involved in organizing their own programs during our Program period to be of any real benefit to us.

In addition to face-to-face and agency contact for recruitment, various other media were tried. Among these were the use of widespread distribution of pamphlets explaining our Program, display cards, human interest newspaper coverage which was actively sought, and some limited radio broadcasts arranged by the Employment Service. While the effectiveness of these means is difficult to assess, it is assumed that they were of negligible value since few enrollees cited these devices as primarily responsible for their interest in the program.

In trying to locate eligible youth in rural areas for a manpower program, two major efforts are required:

1. All existing agencies, county and municipal government agencies, and all available social and community resources must be utilized. Not only must they be given a complete explanation of what we will require of them and what the Program is, but the relationships which are established must be constantly reinforced. It should not be expected that an initial contact can be made and therefrom a sustained, intelligent, cooperative effort will follow. Continuing personal appeals, letters, and telephone contacts are imperative. In addition, we must be sure that within each of these organizations the right person or persons are enlisted for help. This kind of information often takes time to develop.

2. There is no substitute for door-to-door, face-to-face recruitment carried out by the Program's staff. The problem of finding staff time is a continuing one, and, in the future, it is recommended that in a Program the size of ours at least three full-time staff members could be utilized. This kind of staff, it appears, will be even a greater requirement in the future.

A better system of public information would be of great benefit to a program like RYDP. This function was never fully explored or instituted during the project time.

A good public relations program would assist in outreach in that it would more systematically reach more people. Perhaps more importantly, this function would tell us exactly what it takes to "sell" a youth on becoming involved in a Program such as this and would explore the pitfalls of overselling. We have learned that it takes a good selling job to attract a youth, even in rural areas, and we have indications that overselling is very dangerous. Much more information is needed in both of these areas.

Much more information is also needed about where poor rural youth are located. Better census data is necessary, more independent surveys are needed and better communication between poor people themselves is necessary. Rural people are understandably wary of strangers and do not relate well to new concepts and new ideas. We have found that there is a natural resistance on the part of rural parents to let their children become involved in a Program such as ours. This is particularly true of the small farmer population.

In looking upon those RYDP staff members who were assigned recruitment duties, we found wide differences in results were achieved. After examining these differences, there is some suggestion that factors such as personality, ability to inspire confidence, an understanding of the Program, ability to communicate with the poor, were decisive factors. In general, the non-professionals seemed to be more effective recruiters than the professionals probably because of the communication factor.

In a long term program, it would be well for a specific allocation of staff time to be made for recruitment. Pulling staff from their regular assignments to participate in special recruitment drives has an adverse effect upon ongoing operations. Additionally, constant cementing and re-cementing of relationships with referring agencies and potential referring agencies needs to be regularly planned. The program staff must also be attuned to developments within Community Action Agencies, since, as these agencies become better organized and have obtained operational experience, they would be in an excellent position to ensure a regular supply of new enrollees.

VII. FIELD OPERATIONS

No other component within the RYDP presented greater challenge than the day-to-day operations of the work program. Rural distances, bussing of enrollees, recruitment and assignment of staff, absenteeism, disciplinary problems, work content, weather problems, communication delays, payroll problems, tool acquisition, and distribution all were factors that combined to make management an enormous task. For the earliest months of the program, all of these difficulties were focused in the central office in Trenton, but, as has been stated previously, it was later possible to regionalize the State into three areas so that many difficulties could be handled and settled locally.

In the formulation of this experimental program, money for transportation was built in, so that we, the sponsor, could transport enrollees to and from the work sites. New Jersey, like most states, has a poor transportation network in its rural areas. In most of the towns and small rural villages where the poor live, there is little or no bus transportation. In places where buses do exist, routes are toward the large population centers -- Newark, Philadelphia, etc. -- and not to remote conservation work sites.

It was, therefore, essential that this program provide daily transportation for the enrollees. Various transportation methods were analyzed in detail, and it was concluded that the only feasible method was for the program to rent buses. These buses were driven by the Field Supervisors, some of whom under-went special training and licensing prior to being assigned a crew.

It was surmised that enrollees recruited for RYDP would profit from varying periods of work experience in unskilled labor and that "conservation" work would be appropriate for that purpose. During the program's first months of operation, RYDP enrollees worked at State parks and forests, fish and game lands, and three State marinas of the New Jersey Department of Conservation and Economic Development. It was assumed that one of the basic problems presented by the out-of-school youth was the lack of understanding about the nature of work. Among other things, this included what is required of them on the job, how to respond to supervision, how to get along with fellow workers, etc.

It was also felt that supplying our own Field Supervisors, would assure us that supervision would be more accepting, understanding, and effective than if we were to turn enrollees over to host agency personnel. It also can be mentioned that prison authorities throughout the United States have found that, when inmates were put under the charge of host agency personnel, the aims and objectives of the work program became muddled. Having a Field Supervisor who is familiar with and in sympathy with the aims and objectives of the program eliminates much confusion that arises between host agency employees and the youths working for them.

It was felt that qualifications for such a Field Supervisor would be as follows:

1. Education -- Field Supervisors must be graduated from high school or function at that level and have the ability to tutor enrollees effectively on the elementary level.
2. Supervisory Experience -- The Field Supervisor hired was to have some experience in a supervisory capacity in a factory setting, conservation job, construction trade, or a self-owned business, and have a basic working knowledge of hand tools and their use.
3. Youth Experience -- From the outset, it was a basic requirement that Field Supervisors have worked a minimum of one year with youths in some capacity. This experience ranged from working with a boy scout troop to supervising inmates in the prison setting.
4. Ability to get along with others.
5. Understanding poverty conditions to some degree as they exist in the United States today.

Examples of Work

1. Develops work schedules, plans and makes meaningful work assignments in such a manner as to give enrollees the maximum opportunity to develop efficient work habits and skills.

2. Conducts educational program for enrollees based on their level of educational achievement and ability as recommended by counseling staff.

3. Arranges transportation, or personally transports enrollees to and from work sites, for medical examinations and treatment, and provides on-site transportation.

4. Is responsible for direct work supervision and assuring safe and healthful working conditions for enrollees and for training them in accepted working procedures.

5. Maintains a working relationship with Counselors, Education staff, and Job Developers.

6. Prepares payrolls and time sheets and distributes pay checks.

7. Prepares periodic and special reports concerning the progress of enrollees and enforces disciplinary procedures as required.

8. Recruitment duties.

Because of limitations in initial funding, it was necessary to establish a crew size of 18. It was soon discovered that the optimum ratio of enrollees to immediate supervisor is about 12 to 1 and often considerably less depending on the nature of the work and the capability of the Field Supervisor.

During the first year of operation, 848 rural youths were served in the work experience phase. Of this number, 698 worked at 24 Conservation and Economic Development park locations throughout the State. The other 150 enrollees worked at 4 Department of Defense work sites, 9 State offices, 1 Migrant Opportunity Center, and 1 non-profit agency. (See chart attached).

Of the 24 Conservation and Economic Development sites originally opened, 12 were still in operation at the end of the contract period.

The 12 Conservation Department work sites that were closed were terminated for a variety of reasons, the chief one being the reduction in the number of authorized NYC slots from 450 to 200. A number were closed because of insufficient or inadequate work experience and because of the development of what seemed to be better work sites with other agencies.

Few of the Park locations, including the 12 that are manned with work crews, had sufficient inside work to perform during the winter months. After surveying the work site situation over a period of several months, it was decided to expand the work experience situation to include other kinds of exposure besides conservation work. Further, an enrollee survey conducted September 1965 verified that most enrollees felt conservation work was too repetitious. The other kinds of work situations developed produced more meaningful work for the enrollees. At these work locations the enrollees performed carpentry duties, higher grade maintenance work, library work, typing, and food service.

By continually exploring the possibility of developing new work sites, it was found that enrollees' attendance picked up, personal appearance improved, negativism diminished, and the enrollees seemed to be more motivated toward participating in the program in general.

Transportation in the Rural Youth Development Program was an enormous problem that is peculiar to a rural poverty program.

No single aspect of RYDP was more crucial than its response to the lack of transportation in New Jersey's rural areas. The problem of transportation impinged on all components of the program, from initial recruitment to follow-up of youths placed in employment or on-the-job training.

The continuing need to bring services to clients and clients to services affected not only the quality and depth of services to the rural poor, but administration, staffing, communication, budgeting, and reporting as well.

Besides the transportation of enrollees in the program, staff travel costs were high. Up to one-quarter of a Field Counselor's normal workweek can be spent in an automobile as he moves from one area to another, bringing counseling services to enrollees at work sites or bringing enrollees to a job interview or a medical diagnostic or treatment appointment. A sizable portion of the Field Supervisor's productive time is devoted to bus transportation of enrollees. Job development and placement services in RYDP must explore and exploit scores of "job markets" which are convenient to the homes of hundreds of enrollees who either are or will become job-seekers.

In addition to being a major problem and an important cost item, transportation was a constantly changing problem. The bus routes that RYDP operated to serve enrollees changed according to the work sites which changed according to the area of recruitment -- and vice versa.

It is no exaggeration to report (1) that every facet of the entire program was reliant on transportation, and (2) that the program could not have discharged its transportation responsibilities within existing budgetary limitations without the assistance of GSA vehicles.

Examples of the kinds of bus routes that had to be developed are appended.

Another important function of the field operations was the acquisition and distribution of tools and supplies. Functioning primarily in conservation work, the crews required a variety of equipment including axes, brush hooks, shovels, saws, rakes, wheelbarrows, crowbars, picks, and mowers. Also needed were rubber boots, water jugs, first aid kits, insect repellent, and similar items. Power tools were used to some extent and specialized projects required special tools.

It was not possible for the host agency to have on hand a sufficient number of all types of tools to keep our crews supplied for all types of work to be performed. Nor was it possible for the program to supply each crew with a complete set of all tools that they would ever possibly use. To have done so would have required enormous expenses. Thus, it became a field operation's challenge to anticipate as much as possible the work to be performed and to ensure that tools were on hand. This often meant shifting available tools from site to site and frequently meant rush orders for new equipment.

An additional challenge was presented in control of existing tools. Many of the host agencies did not have adequate storage nor control and frequently shovels, brush hooks, and axes were carried in the back of the bus. Furthermore, as the nature of the work varied, and as the size of the crew fluctuated, there was frequently either a shortage of equipment or idle equipment.

Tools were purchased, when possible, from GSA stores. Even when purchases were made from that source, it was necessary to comply with State purchasing procedures. This doubled the requirement and presented a substantial time lag between identification of need and actual delivery. The GSA process is in itself a time consuming one. Notification of available property is followed by the "freezing" of items. This most frequently needs to be followed by physical inspection of equipment, ordering, approval notice to pick up, and delivery. This process generally took about two months.

The benefits from using GSA surplus property are realized only over a long period of time. Notwithstanding the cordial relationships with all levels of the GSA, there usually were insufficient quantities of the right items, at the right time, or the GSA storage sites were so located that the value of the item was less than the shipping charges or the dispatch of a pickup crew. Kits of tools were frequently incomplete, with the more useful components missing, since it was the worn out condition of those very components that caused the kit to be declared as surplus.

The GSA, through its excess property division, as a source of free equipment, is invaluable given the time and personnel to obtain it for future use. Over $50 thousand worth of GI used clothing, shoes, caps, gloves, rags, and blankets were obtained, in addition to over $2,500 worth of paint. Many other items such as fire extinguishers, winches, band saws, an arbor press, block and tackle, work tables, chain hoists, arc welders, wrenches, saws, heaters, generators, pumps, motors, floodlights, lift trucks, cots, field shelters, tents, and tool boxes eventually added to the equipment utilized on the project.

Adaptation was required to use some GSA equipment; sometimes the parts from three units were needed to make one unit operational. A greater quantity than needed was ordered in order to get what was essential due to sizes, capacities, and the condition of parts and pieces. The need to sort, refurbish and repair, of course, in this type of operation demanded that someone had to be assigned to the task.

Another major problem faced by field operations had to do with communications. We found that mail deliveries between the Trenton office and all of the remote host agency sites presented serious complications. Frequently, host agency locations were not on the main mail delivery routes. It often took two or more days for a written communication to reach its destination. To some extent, this could be overcome by use of the telephone for more important messages. However, it was in the receiving of payroll information from the field and in the distribution of enrollee and staff pay checks that the problem was the greatest. It was necessary to have the field staff mail in payroll information days earlier and have predicted attendance verified by telephone. When the payroll information did not arrive, it was necessary to make telephone calls to the field so that complete payroll information for the previous two weeks could be transmitted orally. The distribution of pay checks was often by "pony express" to assure payday delivery.

In spite of regionalization and reduction of the necessity for constant telephone communications between each field post and the Trenton office, we found that telephone costs continued to run high. Most calls made involved toll charges. With all of this, it still was a major responsibility of the field staff to focus on the enrollees themselves. Despite the enormous day-to-day operational problems, it was still the responsibility of each Field Supervisor to make observations of each enrollee in the performance of his work. The Field Supervisor was required to report to the Counselor in writing every two weeks and more often orally about the progress and problems of each enrollee. That each enrollee was an individual with a unique set of problems and needs, heightened the challenge to the Field Supervisor. The fact that the work was sometimes monotonous and unchanging further challenged the Field Supervisor's powers of observation and judgment.

In terms of actual work accomplished at conservation sites, the youths cleared and often reclaimed nearly 100 miles of forest roads, firebreaks, and trails. They assisted in constructing four spawning pools for the State Fish Hatcheries. They cleared nearly 200 acres of land and recultivated it for the statewide wildlife management program. They cleared and cleaned dozens of new campsites. They planted some 50,000 trees. This is but a partial listing of actual work performed.

To a large extent, the accomplishments of the program can be credited to the quality and dedication of the group of Field Supervisors whom we were able to hire. Frequently working over a 12-hour day in the most difficult of circumstances, this group of individuals responded admirably. Not all, of course, performed satisfactorily, and a few had to be terminated because of improper conduct, attitude, and relationships. On the whole, however, the enrollees related well to this group of individuals. Establishing meaningful work relationships between the Field Supervisors and Counselors was a program concern. However, for the most part, given sufficient time and an opportunity for understanding the respective roles, these problems were largely reduced.

VIII. COUNSELING

At the onset of the program, it was felt that counseling would be a critical supportive service. The focus of the counseling service was expected to be almost entirely vocational and the aim being to assist each enrollee to make appropriate and realistic vocational decisions.

We further felt that, even though the enrollees would very likely present non-vocational problems, these perhaps could be suitably handled by VISTA Volunteers who hopefully would be trained and equipped to work with families.

It was also anticipated that the counseling staff would participate in remedial health services which were planned to be undertaken by the Division of Constructive Health of the New Jersey Health Department. It was also felt that the counseling service should maintain an appropriate balance between group and individual counseling. The aims of the group counseling effort, we felt, should vary depending upon the competence of the Counselor and the needs of the group from group guidance to significant group interaction.

Other planned Counselor duties included recruitment, relationships with community agencies, reviewing on-site problems, absenteeism and discipline, supervision of VISTA, job placement, and follow-up responsibilities.

The MDTA budget called for the hiring of 8 Counselors with a Supervisor of Counseling to direct their activities.

As the program got under way, intensive efforts for the recruitment of Counselors took place. The first Counselor began work one week before the first enrollees were screened. Additional Counselors were hired as additional crews were started. With over 20 sites planned, it was expected that each Counselor would be assigned up to three major work sites.

It became evident almost immediately that the immensity and proliferation of Counselor responsibilities represented a program hardship. The degree to which depth counseling could be achieved was limited because of the need for the Counselor to be so many different places at once. It also became apparent that the Counselor's on-site duties presented only a portion of his workday.

Of major significance, was the amount of travel time involved. Each Counselor was responsible for all of the activities within, perhaps, a two-county area. Emergencies often arose at points far distant from where the Counselor planned to be on that day, thus necessitating erratic schedules. Long periods of time traveling from point to point and a general disruption in the orderly attention to cases also arose. In succeeding months, as Counselors adjusted to the program and gained competence, and as other staff understood their duties more fully, this became less of a problem. However, the amount of time the Counselors spent in traveling from one location to another has never been reduced satisfactorily.

Another unanticipated involvement concerned ongoing enrollee-police problems which required considerable Counselor time. It also required numerous consultations with parents, parole officers, probation officials, police officials, and judges.

Although we had previously anticipated a dropout and absentee factor, the amount of counseling time this did consume was underestimated, primarily due to the travel time involved in locating the missing enrollee back in his own home town. Thus, in a given area, the Counselor could conceivably spend much of the day looking up and talking with just two or three missing enrollees.

VISTA Volunteers were assigned to the program during its first month. Plans called for VISTA Volunteers to work intensively with families, to assist in the education program, and to assist with transportation for medical services. Our request to VISTA specified our need for volunteers with the ability to drive. The first two VISTA's, who arrived and who were slated to be assigned through most of our rural counties, arrived and reported their inability to drive. Needless weeks were consumed in assisting them to learn to drive and in the difficulties surrounding obtaining GSA vehicles for their use. Altogether, 7 VISTA's were assigned to the program under the general direction of the counseling staff. It was found that few of the VISTA's were able to relieve the counseling staff to the significant degree that we had hoped. Some showed little capacity for making home visits, and, thus, this burden automatically fell to the Counselors. Some, who were so equipped, and so inclined, were able to make a substantial contribution to the educational program. It was in the area of transportation of enrollees for services, for training, and for other matters that VISTA provided the greatest relief, and yet this was balanced by the general management responsibility of the VISTA activities that were placed in the hands of the counseling staff in the program's earliest months. It was not until November, 8 months after the program started, that regionalization took place, at which time management of VISTA became a Regional Supervisor's responsibility.

The same time as VISTA's were serving the program, other volunteer help was obtained through a New Jersey Community Action Training Institute conducted by Rutgers University. Although the training focus for this group of volunteers was different in some respects, the CATI Volunteers presented the counseling staff with the same kinds of assets and handicaps.

In the earlier months of the program, the counseling staff functioned somewhat autonomously and had to evolve a set of working relationships with the field supervisory staff and with the job development staff. the basis of friction seemed to lie in the fact that staff were unclear about each other's duties and areas of authority. As individuals began to work better together and to focus on the needs of enrollees as individuals, most of the friction diminished rapidly.

This is nowhere more exemplified than in the counseling staff relationships with the Job Developers. Initially, the Counselors were concerned with all of the on-site and off-site problems that the enrollees were presenting. Job Developers tended to concentrate on canvassing the community in a somewhat undirected fashion for available job openings. The solution to this early schism was approached in different ways. First, as enrollees continued to improve in work performance and it became apparent that training or placement was indicated, it was necessary for Counselors and Job Developers to sit down together to plan. A second factor was that one of the Job Developers was appointed to the, up to then, vacant position of Supervisor of Job Development. This tended to give direct focus and cooperation where little had existed previously. A third factor was that both groups -- Counselors and Job Developers -- saw the need for individualized planning. From this evolved a Vocational Plan in which the Counselor, together with other staff and the enrollee, summarizes his findings into a recommendation for specific job development services. Growth in program stability and in Counselor competence was a final factor in permitting more individualized, more client-focused, vocational planning.

In working with the older adolescent, the counseling staff came to feel strongly that an employment focus for the older adolescent was not necessarily appropriate, except for a limited number. All seemed reasonably motivated to some higher status and prestige and expressed interest in making money. Not all exhibited the attitude nor the qualities which would make them employable. It thus became apparent for the counseling staff to develop a multi-goal focus. Many enrollees felt that they would like to return to school, and the counseling staff participated in arrangements to make this possible. Others selected the Job Corps, and so the Counselors assisted in the application process. Other enrollees elected to join the armed forces, and this was done with the assistance of the Counselors. To a lesser extent, institutional training and training under "slotting in" was, when available, accomplished by the counseling staff. Other enrollees preferred to take seasonal farm employment or preferred to return to idleness.

In our view, it is unrealistic to push the older adolescent into a training or employment situation until he is ready. The best counseling approach is one which makes him aware of all of the alternatives, allows him to weigh the pros and cons of each of these alternatives, and supports him in the decisions that he makes, and continues to support him if he waivers in or reverses these decisions.

A large number of enrollees prove to have profound problems of personality, attitude, motivation, and learning. To a large extent, the group with which we dealt can be considered multiply handicapped. In attempting to cope with the multitude of difficulties presented by enrollees, the State Rehabilitation

Commission became an important resource. However, because of large caseloads, these services to enrollees were frequently long delayed. It became necessary to evolve a plan, which will be instituted at a later date, that will provide for the gamut of rehabilitation services being provided to our enrollees under a cooperative staffing and case services agreement with the State Rehabilitation Commission.

The diversity of enrollee background in rural areas and the spread in intellectual potential presented a serious challenge to the program's group counseling activity. This, coupled with the fact that some of the Counselors had little background in group interaction yielded mixed results. Despite this, accomplishment was generally very positive. In some instances, the goals of the group meeting needed to be fairly concrete. Information giving and drills in job application, completion, utilization of the newspaper, were all that was possible. Group tours to industry and guest speakers were also utilized. With some groups, however, some meaningful interaction took place and, hopefully, attitudinal changes followed. It is significant that groups of older adolescents do want to learn about the world around them. Civil rights issues, police brutality, Vietnam, standards for sexual conduct, were all matters that the groups expressed concern about continually.

In the area of individual counseling, it is felt that the staff made significant gains. Many enrollees came to feel that the Counselor was the one person he had ever been able to depend upon. The Counselor was one person to whom he could relate from the beginning of the program to the end. While it appears that individual, one-to-one counseling is out of vogue in some quarters, this program, while not denying the vast potential in group counseling, holds to the view that the kinds of things that can be accomplished through individual counseling cannot be replaced.

Throughout the program, the counseling staff was somewhat impaired by its inability to become acquainted with each enrollee to establish a relationship with each enrollee very early upon the enrollee's arrival at the work site. Time demands often made it unlikely that a Counselor would come to know the enrollee as an individual until many weeks had lapsed. A vital counseling function was in job follow-up. The counseling staff became convinced that maintaining early and regular contact with the enrollee who entered a training or job placement situation was vital. Despite all the efforts to "prepare" an enrollee for training or placement, situations on the job invariably arose with which the enrollee seemed ill-prepared to deal. Under our program's limitations, we were able to have a two-month period of follow-up on the job. It is felt that this is less than adequate, and, with additional counseling staff, the period should be extended to six months.

Summarizing what has been said, it is felt most strongly that the ratio of counseling staff to the number of clients in a rural manpower program must be high. If all of the enrollees were in one place and all of them lived in one community, there would be fewer problems. However, in operating a multi-county program with enrollees from scores of small towns and isolated byways, a caseload of over 40 can be extremely heavy.

To be effective in a rural area, a counseling program must be flexible, versatile, with diverse goals, and always clear as to what the Counselor sees or what the Counselor discerns to be the needs of the single individual. The Counselor fills many roles -- vocational counseling for those who are ready, and other roles for those who are not.

The counseling function needs to take a long and careful look at the poverty syndrome itself. The syndrome is not just an absence of financial resources, it is a shortage of many other resources as well. A program that gears up only to overcome the shortage of financial resources and neglects all others will not make significant in-roads. An agency serving this group must be prepared to make itself flexible in its provision of services and to provide as wide a range of services as possible, either directly itself or indirectly through cooperative arrangements with other resources. Such arrangements are feasible with Departments of Vocational Education, with State Vocational Rehabilitation agencies, and others.

It is also important to make an early intensive evaluation so that the staff can begin to understand the enrollee as an individual and so that that enrollee can begin to understand himself.

It has been proposed that a gamut of evaluation services is essential and that these services should include medical and dental evaluation, psychological testing, educational assessment, and work tryout.

In order for a counseling program to be truly successful and to have lasting gains, not only must it have the resources of staff, program, and other facilities, it must also have time. Long term changes are rarely effected overnight. To have long term significance, a program must be prepared for providing services over a long period of time. Though this is expensive, the long range value in terms of human values are incalculable.

IX. EDUCATION

Among the assumptions made at the start of RYDP was that lack of basic educational skills was an important factor contributing to the youth's inability to find or hold work.

Consequently, it was decided that if the RYDP was to enhance the employability of youth, an input of basic education would be a requisite. Several basic problems came to the forefront. First, the amount of money to be expended for education was limited; second, since the majority of enrollees were school dropouts, it was felt that the formal school-like climate, that frequently added to the enrollees' rejection of school, should be avoided.

At the onset of RYDP, arrangements were made through the Board for Fundamental Education in Indianapolis, Indiana, for the instruction of non-professional field supervisory personnel in utilization of a self-instructional education program. The Henney System calls for the administration of a Gray Oral Reading Test to establish a reading level, followed by the setting up of learning groups. This informal method covers basic education: reading, vocabulary, spelling, grammar, arithmetic. At each work site, six hours per week became devoted to education. In some instances, the Henney material was supplemented by a variety of other informal instructional materials and techniques depending upon the versatility, imagination, and interest of the Field Supervisor. Utilized were newspapers, magazines, driver's manuals, mail order catalogs, and others.

Deficiencies in this initial method became apparent, the major one being that the Field Supervisor conducting the education did not have adequate professional back-up. On the other hand, results seemed to indicate that the amount of energy, enthusiasm, and interest put forth by the Field Supervisor was often sufficient to offset his shortcomings in professional experience.

In keeping with its experimental nature, the program instituted a number of different techniques described below. They are: utilization of VISTA Volunteers, Glassboro State College Summer Program, Mt. Zion Study Center, and a typing program.

It had been hoped that VISTA would have an important impact upon the education program. We asked for VISTA Volunteers who, by reason of training and experience, could provide individualized tutoring for those enrollees in need of special help. Tutoring was planned both on site during working hours and after hours at home.

Unfortunately, the qualifications of VISTA Volunteers who arrived was a disappointment. Among the seven who worked in our program, only two showed outstanding interest. Despite lack of formal qualifications, two young ladies with outstanding interest were able to make a significant contribution. They worked with enrollees individually and in groups both on site and at home. By and large, all the other VISTA Volunteers floundered and could only be used in a limited way.

The conclusion to be drawn, therefore, is that it is essential that a program such as ours have the right, as well as the obligation, to screen candidates for VISTA assignments. Since we did not have this opportunity, little could be expected from the Volunteers and their major contribution frequently was in non-educational activities such as provision of transportation, making arrangements for medical and dental care, and in tracking down missing enrollees.

A second experiment involved Glassboro State College in the summer of 1965. An agreement was reached whereby a professional staff would work with the program at various southern and central work sites to assist in such ways as it could in improving teaching methods, educational materials, and assisting in the evaluation of the educational program itself.

The College's participation in RYDP covered just a six-week period. Some action was taken to provide additional basic education material, as well as some on-site coaching assistance to Field Supervisors. The impact of this special project, however, was minimal.

The third experiment was instituted January 1966 when the RYDP, in conjunction with the State Division of Adult Education and the Trenton City Board of Education, initiated a more or less formal educational program for Trenton area enrollees. Utilizing retired professional teachers, class sessions were set up for a two-hour period for three days each week. Forty-two youths were grouped according to educational achievement and received instruction at the Mt. Zion Study Center in Trenton. Initially, absenteeism and lack of interest was a serious concern. Subsequently, class sessions were moved closer to work site locations. This improved attendance somewhat. New educational materials such as the SRA Reading Laboratory were instituted. This brought about some greater interest and results than previously utilized materials. There was continuing resistance to classroom instruction, partly, we think, because of the rather formal atmosphere and perhaps also because the teachers themselves found coping with a variably motivated group of dropouts to be a difficult experience.

A fourth experiment involved a typing program to assist enrollees in preparation for a Civil Service clerk typist examination and was undertaken in the spring of 1966. Motivation and attendance for the 11 participating enrollees appeared to be excellent. All 11 candidates failed the written portion of the examination, and so it was impossible at that point to determine how well enrollees did on the typing portion since this was not scored. We learned from the situation that additional typing training will have to be strongly reinforced with teaching in basic reading and arithmetic skills.

These four experiments represented a portion of our efforts to develop and make more meaningful a basic education program for youth. These trial and error efforts are an important means by which a program such as ours can improve its services to youth.

In summarizing the results of the educational activity, it is not possible to give a clear indication of how much help the program was to each enrollee. There are some indications, however --

31 enrollees returned to school and 25 of these were still in school after a two-month follow-up period. Four enrollees passed the high school equivalency examination, despite enormous difficulties in arranging for the testing. Response on an enrollee questionnaire indicated that a huge majority felt that education was important to them.

It is somewhat speculative to add that, as a result of educational input and test taking experience, those enrollees who became qualified for the armed forces, MDTA institutional training, on-the-job training, and employment were aided in some important way.

We said at the beginning that one of our important goals was to improve enrollee attitudes toward learning. On this basis alone, we feel that the educational activity was successful.

Additional experimentation is in order. A continuing program, we feel, should maintain its informal, unstructured, free-wheeling, educational atmosphere. Goals should be limited and geared to the goals of the enrollees themselves. Education as well as work content must be relevant. It is unlikely that a sustained program would be possible without professional educators to back up the non-pros. The Field Supervisors themselves require stimulation and encouragement as well as technical help in the institution and demonstration of teaching methods and new emerging educational materials. Essential, too, is that there be an integration between the goals of education with the goals of counseling, job development, and all other program components.

X. MEDICAL SERVICES

Prior to the start of the program, the Division of Constructive Health of the New Jersey Department of Health agreed to accept responsibility for medical examinations and remedial services. Arrangements were made at several small general hospitals located in small cities adjacent to rural areas. The examination included a physical examination, dental examination, chest x-ray, and laboratory work.

At the time of screening new recruits, there was simultaneously set up an examining team at the hospital. For each individual found to be eligible, transportation was arranged to the hospital for the examinations. It was necessary to assign one staff person the all-day job of shuttling enrollees back and forth between the screening site and the hospital.

In most instances, we were notified by mail, within a several day period, of any youth found to have sufficient impairment to disqualify him for the program. This examination methodology continued through February 1966, at which time the Health Department found it no longer had the resources to continue to provide examination services.

Among the youth examined, the preponderance of need was for extensive dental care. The examinations also identified visual defects, malnutrition, venereal disease, suspected heart defects, diabetes, epilepsy, orthopedic impairments, speech and hearing defects, and other conditions. The examining team, however, was less than satisfactory in the degree at which it alerted us to specific cases of emotional disorder and mental retardation.

It was in the area of remedial services that the most frustrating obstacles presented themselves. It was the intention of the State Department of Health to obtain an agreement from a number of community dentists to provide dental services in their private offices. In some instances, it took weeks and months to locate dentists who were willing to do the work. In a few counties, not a single dentist appeared willing to cooperate. When a dentist was located, he frequently was far distant from the enrollee's home or from his work site. We had hoped that enrollees could go to the dentist after hours so as not to lose work time, but we found that, without exception, the dentist insisted on seeing our enrollees during their least busy daytime hours. As a consequence, Counselors and VISTA Volunteers had to transport enrollees long distances. Frequently, the enrollees arrived at the dentist's office directly from work. This caused reaction by the dentists because the enrollees were in work clothes and frequently were dirty.

In areas where dentists willing to cooperate were abundant, the problems were just as frustrating in that enrollee motivation for dental care was difficult to maintain. Vacancies in the counseling staff sometimes occurred and served to interrupt or delay the services.

Other remedial services met even severer problems. Visual defects were referred to the New Jersey State Commission for the Blind by the State Health Department. Despite continuing inquiries about delays, we learned only months after referrals were made that the Commission for the Blind was not in a position to provide services to our people except in unusual circumstances. Speech and hearing defects were referred to hospital-based Speech and Hearing Centers. However, since these were located in the larger cities of the State, enrollees frequently had to travel over 60 miles to keep an appointment.

As similar frustrations continued, it was increasingly apparent that the Division of Constructive Health of the State Health Department was not in a position to serve our program needs adequately. Exploration was made for remedial services through the New Jersey State Department of Health's Services for Disadvantaged Youth Demonstration Program. The enormity of rural logistics resulted in a response that that project could be of no help to us.

Some of the more severely impaired enrollees were referred and found eligible under the State Rehabilitation Commission. However, because of large caseloads in that agency, there were many long delays in the provision of services.

Finally, in February 1966, the Department of Health terminated all responsibility for working with our enrollees. The lesson in all of this is that medical, remedial services in rural areas cannot be fitted into an ongoing mechanism; that what might be appropriate for an urban community simply will not work in rural areas where long distances, inadequacy of facilities, and fewer practitioners all contribute to a massive logistical problem. It is also apparent that the youthful enrollee with whom we dealt was multiply handicapped and that a system would be required that would take into consideration all of the medical and non-medical significant factors about the enrollee as well as the environmental circumstances such as the location to his home and travel time to facilities. A system of remedial services also must take into consideration the absence of public transportation facilities. It was concluded, and is strongly felt, that the State Vocational Rehabilitation System most closely meets these needs. It has not served large numbers of the poverty population, not only because of the isolation of the poor, but also, up until recently, the existence of a substantial mental or physical handicapped condition was the major feature in the establishment of eligiblity. New legislation and new regulations now make it possible for additional members of the culturally deprived population to be served. However, existing staffs within the State Vocational Rehabilitation System continue to be hard pressed.

It is our feeling, therefore, that programs of this type should have established a special vocational rehabilitation unit that is staffed to meet the needs of the program population and that it be conducted under the supervision and control of the State Vocational Rehabilitation Agency.

XI. JOB DEVELOPMENT

As a vital component of the RYDP, the job development service was set up with the following goals -- establish sound relationships in the business community in order to uncover and develop employment opportunities for disadvantaged youth; develop and execute agreements with other manpower agencies to ensure utilization of MDTA training opportunities by RYDP youth; advise field staff on employment trends and employer requirements; provide supervision over youth employed under OJT agreements and conduct periodic investigations at training locations to ensure that the terms of the contract were being carried out; maintain relationships with employer groups, labor unions, public and private agencies, all for the purpose of promoting better employment opportunities; advise and assist, as needed, in the placement process.

During the life of the program, the job development service demonstrated that, with effective coverage in rural areas and with proper approach to employers, large numbers of sound employment and training opportunities could be developed. The first Job Developer was hired in March of 1965 with the balance of the staff being hired in succeeding months.

Among the early assumptions made was that youth to be served would require the development of specialized training and job opportunities in order for them to obtain and hold employment. It was also felt that the absence of heavy industry in rural areas would place heavy burdens upon the job development staff. It was also felt that cooperative undertakings with large statewide organizations and large private corporations would be a feasible means by which large numbers of job opportunities would be uncovered. It was anticipated that labor unions would be of substantial help to us in opening up new opportunities for the youth to be served.

At the outset, we also assumed that many employers would welcome the opportunity to become trainers in on-the-job training programs. By the same token, we also felt that the youth would be anxious to avail themselves of training opportunities. We also assumed that the higher the wage rate, the more easily the job would be filled. Our final assumption was that youth with criminal records or youth from minority groups would be the most difficult to place.

Much time and effort was consumed during the program in wasted motion. The job development staff, although not lacking in responsiveness to program needs, devoted its major attention to the development of large numbers of jobs without a direct relationship to the needs of individual enrollees and where they live. As an example, early in the program numerous jobs became available in the metropolitan and industrial centers of the State. These jobs, for all intents and purposes, were useless since RYDP enrollees were unable to commute to them, and few showed inclination or capability to relocate. As a result of this early experience, the job development staff then began looking for employment in the communities near which the enrollees lived. Frequently, high paying jobs were uncovered but were left unfilled. The problem here, it was learned, was that in the smaller towns many enrollees had heard unpleasant things about the companies and chose not to be referred for these jobs. The second factor was that, even though good jobs were available, they frequently bore no relationship to the enrollees' needs or interests. In situations where referrals to jobs were made, the attrition rate was high. It soon became evident that this approach to job development was too "job oriented" and not sufficiently "client oriented".

Simply understanding the nature of the problem did not result in its immediately being overcome. The natural dichotomy between the Job Developer, whose major responsibility was developing training and job opportunities, and the Counselor, whose major responsiblity was focused upon the enrollee, was not soon resolved. Job Developers understandably resisted being brought into the universe of enrollee problems, motivations, and limitations. This tended to complicate the Job Developers' responsibilities, failed to take sufficient time with the Job Developer so that they would both be clearly oriented in the same direction. While great progress was made, this gap was never completely filled. An important instrument to assist in filling this gap was the evolution of a vocational plan wherein the Counselor, during the enrollee's tenth week in the program, would summarize all of what was conceived to be the enrollee's problems and needs. This vocational plan would pinpoint a specific vocational objective or objectives upon which the enrollee and Counselor had agreed. From this, the Job Developer would have a clear direction and would know exactly what types of employment to seek out for that individual enrollee. Most Counselors responded to this system satisfactorily, but some resistance continued so that this plan was never fully satisfactory either.

Part of the resistance to any job development system in a program for youth lies with staffs' difficulty in helping youth themselves to make vocational decisions. In many instances the 16, 17, or 18 year old was simply not mature enough to give serious enough consideration to what he wanted to do. The rather unskilled, repetitious nature of the work experience program itself did not give enrollees sufficient opportunity to try out in a sufficient variety of work tasks. To some extent, this was overcome in the life of the program through the injection of more meaningful work experience. It was also somewhat overcome by the efforts of the counseling staff in arranging for field trips to nearby employers and in the bringing in of occupational information.

The mechanics of developing on-the-job training contracts and all of the seemingly overwhelming details was resolved by the Supervisor of Job Development. We found, with proper explanation and orientation, a satisfying number of employers willing to enter into such contracts. Less satisfactory, however, were the results achieved with the youth themselves in training situations. Part of this, we feel, was due to the process by which the youth was selected for training. Part of this was also due to our inability to develop sound standards by which to rate potential trainers. All too frequently we found that after a training situation was instituted, it broke down -- sometimes because the enrollee's expectations were too high; sometimes because the employer's expectations were too high.

In any event, no more serious challenge faced RYDP staff than the one presented by the enrollees who failed to remain in training or job situations. This has undergone analysis and observation, but there does not seem to be a single answer. We found, importantly, however, that job stability can be significantly improved with intensive follow-up services. Due to pressures upon both the counseling and job development staff, maintaining sufficiently close follow-up was not always carried out. In those instances where the enrollee was seen within a day or two after the start of his employment and seen regularly over the next several weeks, the likelihood of his remaining on the job was far greater.

Because there were a number of on-the-job training contracts which were not being utilized for RYDP youth, negotiations were undertaken with the New Jersey Division of Employment Security wherein the Employment Service agreed to refer youth for the unfilled positions, providing they met the same general criteria as for RYDP itself. This agreement was circulated to all rural Employment Service offices, since the unused contracts themselves were spread throughout the rural areas. Results were mixed, apparently due to the fact that some Employment Service people showed greater enthusiasm over the concept of on-the-job training than others. A total of 28 contracts covering 47 job openings were made available to the Employment Service.

Fourteen youth were referred to these openings and 9 were filled. Job development staff reviewed the suitability of the referrals and maintained regular follow-up and inspection responsibility.

It has been a major program effort to assist enrollees in qualifying for jobs in the New Jersey State Service. Efforts were also made to develop on-the-job training contracts with other State agencies. Although there were some placements made, the results were far from satisfactory.

There was no success in establishing OJT contracts with State agencies. One contract was negotiated with the Highway Department for training of Assistant Mechanical Stores Clerk. This contract called for recruiting 12 enrollees to be trained in a number of locations throughout the State. Unfortunately, the Highway Department officials, upon reviewing the qualifications of the enrollees referred to them, decided that the level of literacy of the enrollees (which averaged about fourth grade on the SAT) was too low for training in a clerical capacity.

Civil Service jobs in New Jersey are rather rigidly circumscribed by formal qualifications established in job specifications promulgated by the Civil Service. Another major difficulty in establishing OJT slots in the Civil Service is that eventual permanent appointment to the positions for which training may be given must generally be made from eligible lists established by open competitive examinations. The alternative to this procedure would be to hold open competitive examinations for trainee level positions so that, upon completion of training, the trainee would be eligible for promotion. Either procedure makes it almost impossible to give any preference in recruitment to enrollees.

There are large numbers of State jobs which are in the non-competitive service. These are in the categories of hospital attendant, food and service worker, and other such institutional jobs. Here the difficulty is that much of this employment involves responsibility for patient care and carries very little status. Generally, our enrollees were too immature to work successfully in this environment.

Another difficulty with respect to institutional employment is the lack of public transportation in the area where the institutions are located.

The discouraging results of our efforts thus far in developing OJT programs in the State service have led us to the conclusion that the problem of opening the public service to the disadvantaged is one which will require a specialized concentrated effort. In line with this view, the New Jersey Office of Economic Opportunity submitted a proposal to conduct a pilot program directed at the problem of maximum utilization of the public service as a source of training and placement of the disadvantaged.

A breakdown of referrals and placements with State agencies yields the following results:

	Referrals	Placements
Office of Economic Opportunity	3	3
Department of the Treasury	4	3
Department of Law and Public Safety	1	0
Department of Institutions and Agencies	20	5
Department of Conservation and Economic Development	3	3
Department of Health	1	0
Department of Agriculture	1	0
Department of Education	2	2
Division of Motor Vehicles	1	1
TOTAL	36	17

Child Labor Laws in New Jersey, though complex, are quite specific, particularly with regard to prohibited occupations for youth between the ages of 16 and 18. A good relationship was established between the job development staff and the New Jersey Wage and Hour Bureau. It had the effect of not only giving staff a clear understanding of prohibited occupations, but also assisted the Job Developers in their contacts with employers. The obtaining of working papers, when indicated, because of rural distances and transportation problems was still another obstacle that had to be dealt with.

In a few instances, the job development staff was called upon to assist in enrolling youth in existing skill training facilities. This "slotting in" entailed a discouraging number of contacts and complications. It is felt that this mechanism is in need of substantial improvement.

In our placement experience, we soon concluded that placing several enrollees at once with one employer was not a successful experiment. Turnover in these instances was almost 100%, perhaps, we believe, because the enrollees wanted to be treated and referred as individuals rather than in groups.

Late in the program, our on-the-job training efforts were thwarted by the compression in time that comes about as the program nears its termination date. This brought about the necessity to develop training programs allowing just 10, 8, 6, and 4 weeks rather than the more typical 26-week training period. As the training programs become shorter, they have less and less value.

In reviewing our results in relation to what our early assumptions had been, many things became clear and have been covered above. Our final point has to do with the types of individuals selected to perform job development services. While an individual without previous vocational counseling experience can make a substantial contribution, he is, nevertheless, handicapped for a period of months until he is helped to learn the fundamentals of the vocational counseling process. Thus, the ideal Job Developer is one who knows some of the dynamics of personality, knows jobs, is familiar with the communities to which he is assigned, and has good communication skills.

An additional important lesson learned in the program was the need to establish an agency organizational structure which would permit the full integration of job development services with other program components. The placement function cannot isolate itself nor can it be viewed as having tail-end responsibility for the enrollee. The Job Developer needs to be fully involved in what is happening in out-reach, establishment of eligiblity, work experience, counseling, health services, and education. Not only must the Job Developer be aware of how the youth whom he is responsible to serve is progressing, he also has the major responsibility of constantly informing all other staff about what is happening in the world of work so that enrollee and staff judgments can be made based upon the fullest, latest, and more accurate kinds of employment data.

XII. CHARLES TILLMAN

No other case handled by RYDP exemplifies the kinds of problems and the kinds of efforts necessary as that of Charles Tillman. It illustrates the problems faced not only by the rural youth himself but also the problems of staff in the operation of a rural program.

Charles was born 20 years ago in a large metropolitan area. He was the second of five children. His father died when Charles was 10 years old; his mother has since remarried and has had one additional child. Charles' stepfather earns just $65 per week. Charles quit school in the 10th grade and shortly thereafter spent three months in a reformatory for larceny. Charles' family moved to New Jersey just a few years ago. He had had brief summer employment prior to being referred to the RYDP by the State Employment Service.

Charles was assigned to work in one of the large state forests in a rural county. The Counselor's first reaction to him was that, while he seemed to be working well, he seemed to be a hostile young man. In the ensuing weeks, Charles seemed to respond very well to the program. Testing revealed his reading level to be 10.0, a level superior to most of the young men in the program. Within 4 weeks, Charles began exhibiting initiative on the job and showed leadership and potential. He, at the same time, was conferring with the Counselor on acquiring a high school equivalency certificate or perhaps going into the Job Corps. At the same time, he was also interested in some form of on-the-job training.

A major incident occurred at the work site when Charles was discovered by the park superintendent to have been carrying a knife. This had previously been forbidden by the superintendent who asked that the lad be excluded from work. This presented a major program crisis since it was the first time that any of the host agency personnel had made such a demand. After careful review of the circumstances, it was concluded that we would insist that the young man be retained in the program. Both the Counselor and the Field Supervisor felt very strongly that Charles was profiting a great deal from the program and should not, under any circumstances, be removed from the work site except for training or placement opportunities. Through the efforts of administrative staff members, Charles was reinstated at the work site.

As time went on, however, because of the generally poor cooperation by the host agency plus other factors, the work site to which Charles was assigned was eventually closed and the young man was transferred to a new work site. Because of transportation difficulties, and because the Field Supervisor at the new site lived near Charles, Charles was picked up each day at his home. Charles progressed very well at the new work site, but, because of counseling changes, little was done about concrete planning.

After several weeks at the new work site, the Field Supervisor resigned his position. This left us with no transportation for Charles. Another change in Counselors was also necessary.

XII. CHARLES TILLMAN (Cont'd.)

Since Charles had made good progress, staff attention was given to job development action. He was placed in OJT as a repairman trainee in a small speedometer business. One week later, our follow-up disclosed that Charles had been discharged from the job. Investigation revealed that the business was adjacent to the owner's home and that the owner's wife for some reason did not like or trust Charles and prevailed upon her husband to discharge him. The owner indicated that Charles was not responding well to his instructions.

Shortly after this, Charles was placed by the Counselor in a graphics firm. It was learned a few days later that Charles ran into a transportation problem from his home to the bus stop. Actually, he lived 5 miles from the bus lines and had given the staff to believe that he could get to the bus stop when, in fact, he could not. He walked for a few days but gave up the job without consulting the Counselor. He was without a driver's license and no immediate prospects of obtaining a car. Following this, continuing job placement efforts were made and ultimately Charles was placed in on-the-job training as a baker's helper earning $1.75 per hour over a 24-week training period. He was followed up by the Job Developer and the Counselor during the term of the contract, at which time his case was closed. It was learned that Charles was pleased with the job and was accepted for membership in the union. He had worked out transportation arrangements and was saving money for a car.

XII. CHARLES TILLMAN (Cont'd.)

Some time later, it was learned the bakery was forced to close eleven of the outlets in its chain. Charles was laid off, but, because of union efforts, he was placed the following week in a new bakery. He reported that he was doing well.

XIII. CONCLUSIONS

The restoring of hope, the elevation of human dignity, and an individual's new self-image are all matters too important to be put on the tables and charts. The fact that this program influenced for good the lives of hundreds of New Jersey's rural poor represents an incalculable contribution to the well-being of the community.

The impact, ultimately, of a program such as this is not what happened this year or next. When all is said and done, what happens to the lives of the people whom we served in the years to come is most relevant. Next most relevant is the extent to which the things that have been learned from this experience can be utilized by this and other agencies to improve its manpower services in rural areas. Aside from the impact upon the lives of the people it served, the RYDP has had a significant effect upon rural communities in which poverty has been exceptionally high. It arranged for services for people in the remotest areas of the State. It demonstrated what could be accomplished through a comprehensive recruitment and transportation system.

An important accomplishment was the stimulus that this program gave toward bringing MDTA institutional training to rural areas. As a result of joint efforts and joint planning among NJOEO and the State's Employment Security and Vocational Education Divisions, groundwork was laid for the establishment of a network of Multi-Skill Centers for rural New Jersey.

XIII. CONCLUSIONS (Cont'd.)

Also, as a result of RYDP experience, the need for comprehensive vocational evaluation facilities in rural areas became evident.

It is important to summarize what are considered to be the three most important lessons that this program has learned:

First, rural programs cannot be designed nor implemented with the same set of standards applied to urban programs. The distances involved, the distention of staff and resources, the absence of community facilities, the communication barriers, the heterogenous nature of rural counties, are all vital factors that make administration of a rural program a logistical nightmare. From every viewpoint, the rural program must be more expensive, caseloads must be smaller, travel time must be accounted for, communication delays must be compensated for, added telephone costs must be allocated, the absence of community resources needs to be compensated for, and diversity of job opportunities must be a part of the planning.

The second vital consideration is an obvious one but one that can be lost in the pressures of mounting a large-scale, widespread program; that is, that program focus must always be geared to learning about the individual and to do something about him, not as one of a large group to be served but as an individual.

The third essential lesson springs from the first and second. A program of this type, we feel, must have some physical facilities located in rural areas in which it would be feasible to mobilize and concentrate its resources. The individual in a rural diversified program is too easily lost and is too easily under-served unless there is a coordinated multi-disciplinary and a coordinated multi-agency approach to his needs.

The staff focus concept within a physical setting was the basic reason that this program applied for new funds. Fully recognizing its limitations in the past year, RYDP applied to USOEO for demonstration funds to establish three rural manpower evaluation centers. Such centers are scheduled to be located in centralized spots in three of New Jersey's rural areas. During a three-week intensive evaluation period, the individual will be looked at from the standpoint of all significant personal, social, medical, psychological, family, cultural, environmental, and vocational factors. This, in our opinion, is an appropriate response to the lessons learned from the previous year and will represent our attempt to come closer to providing comprehensive services in the rural sections of the State.

This, then, is New Jersey's response to the challenge. A statewide program, given sufficient resources, can develop programs that have impact upon its rural poor. By maintaining a spirit of dedication, by being conscious of mistakes, and by being enthusiastic about attempting new ways of doing things, a State can show results.

Clearly, this is not the last word. No program can come up with final answers or new truths. We can, at best, come up with new clues, new responses, new choices, and new searches.

This much we have accomplished.

XIV. APPENDIX

RURAL YOUTH DEVELOPMENT PROJECT

RECRUITMENT GUIDELINE

The Rural Youth Development Project (RYDP) relies heavily on two major recruitment efforts: The Community Action Program and the Division of Employment Security. These efforts must be supplemented if the RYDP is to reach the kinds of numbers of persons we must serve. The CAP, where it is in effect, is an excellent source of indirect contacts. The DES network of local offices performs all the initial screening for our applicants. This involves a general determination that the applicant meets the criteria we have established and completes a data sheet on the individual (OEO NYC FORM 16).

To locate and interest young men in our program is a very difficult undertaking for several reasons. Being a rural program, the potential enrollees are not easily located. Rural poverty exists, but it is not as obvious to the eye as is, for instance, a ghetto or slum area concentrated in a city. Rural poverty is spread along thousands of miles of secondary roads in New Jersey and is found in hundreds of small towns and hamlets within the State. Rural poverty is rarely found in great concentrations, although some do exist. Towns of Washington, in Warren County; New Egypt, in Ocean County; and Port Norris, in Cumberland County are examples.

Once located, the young men must become interested in what we have to offer. Very often this takes a good deal of effort. When one considers that we are interested in employing young men 16 through 21 years old, who have dropped out of high school, who come from families not only often broken, but also who have economic problems, who have suffered a certain amount of frustration in job seeking, and who have, probably because of the immediately preceding situations, run afoul of the law, the problem of interesting them in our program is easily understood. This takes patience. Often repeated contacts are necessary. It requires tact. The interest of the parent is important. Intelligence and common sense is also required. The recruiter must understand the program and be able to convince the young applicant why he should join our program rather than take a summer job which will not really teach him a skill or just do nothing at all.

There are two kinds of contacts in use in RYDP recruitment -- Indirect and Direct:

Indirect: An indirect contact is one with an organized group or an agency person who might know the whereabouts of eligible youth. The contact might result in the names and addresses of such youth or the person(s) contacted might speak directly with the youth and direct him to the nearest DES office for initial screening. The problem with the latter is that it takes time and to be effective requires follow up. Indirect contacts should not, however, be ignored. In all cases the recruiter should attempt to get names and addresses of eligible youth so a direct contact can be made.

A listing of possible indirect type contacts follows. The recruiter, with personal knowledge of his area, will no doubt be able to add to this list:

Members of the Community Action Program
Local Offices of the New Jersey State Employment Service
School officials, particularly guidance counselors
Welfare Boards, State, County and Local
*Parole Officers
Probation Officers
Churches
Farm agents, county
Mental Health Association
Mental Retardation Association
*Public Health Nurses and Visiting Nurses
County Health Department
Rehabilitation Commission
Boy Scout leaders
YMCA
Police Departments, State, County, Municipal
Child Guidance Clinic
Municipal Officials
Juvenile Court Judges
Postal Carriers, Rural Delivery
*General stores
Rural Post Office Officials
Rural delivery men, bread and milk
Veterans groups
Service clubs and organizations
Hospital Social Service Departments
Labor Unions
Social reform groups -- NAACP, CORE, etc.

Direct: Direct contact means a face-to-face interview with the potential enrollee, in order to explain the program and interest him in it. This may come about as a result of names supplied through an indirect contact or a direct approach.

Locating possibilities are as follows:

Door-to-door in an area of concentrated poverty.
Places where idle youth congregate --
  *Pool rooms
  Gas stations - garages
  Clubs and youth organizations
  Drug stores -- Sweet Shoppe
  Street corners.

These contacts can best be done singly, but may also be done in small groups.

---

*Cited as being fruitful.

RYDP SITE LOCATIONS

Conservation Sites

Allaire
Belleplain
Cheesequake
Clinton-Voorhees
Colliers Mills
*Delaware Raritan Canal
Flatbrook
Fort Mott
Hackettstown
Lebanon
Island Beach
Mays Landing
Millville-Peasley Dix
Monmouth Battlefield
Parvin
Ringwood
Swartswood
Tuckahoe-Corbin City
Vincentown
Washington Crossing
Wharton

Marinas

*Atlantic City
*Forked River
*Point Pleasant

Department of Defense

Lakehurst Naval Air Station
McGuire Air Force Base
Phillipsburg Armory
*Trenton Armory

Trenton Complex

State Treasury
State OEO
*State Dept. of Education
State Library
*Governor's Office
*State Motor Pool
*Motor Vehicle Print Shop
*Health and Agriculture
*Cons. and Econ. Dev.

Migrant Opportunity

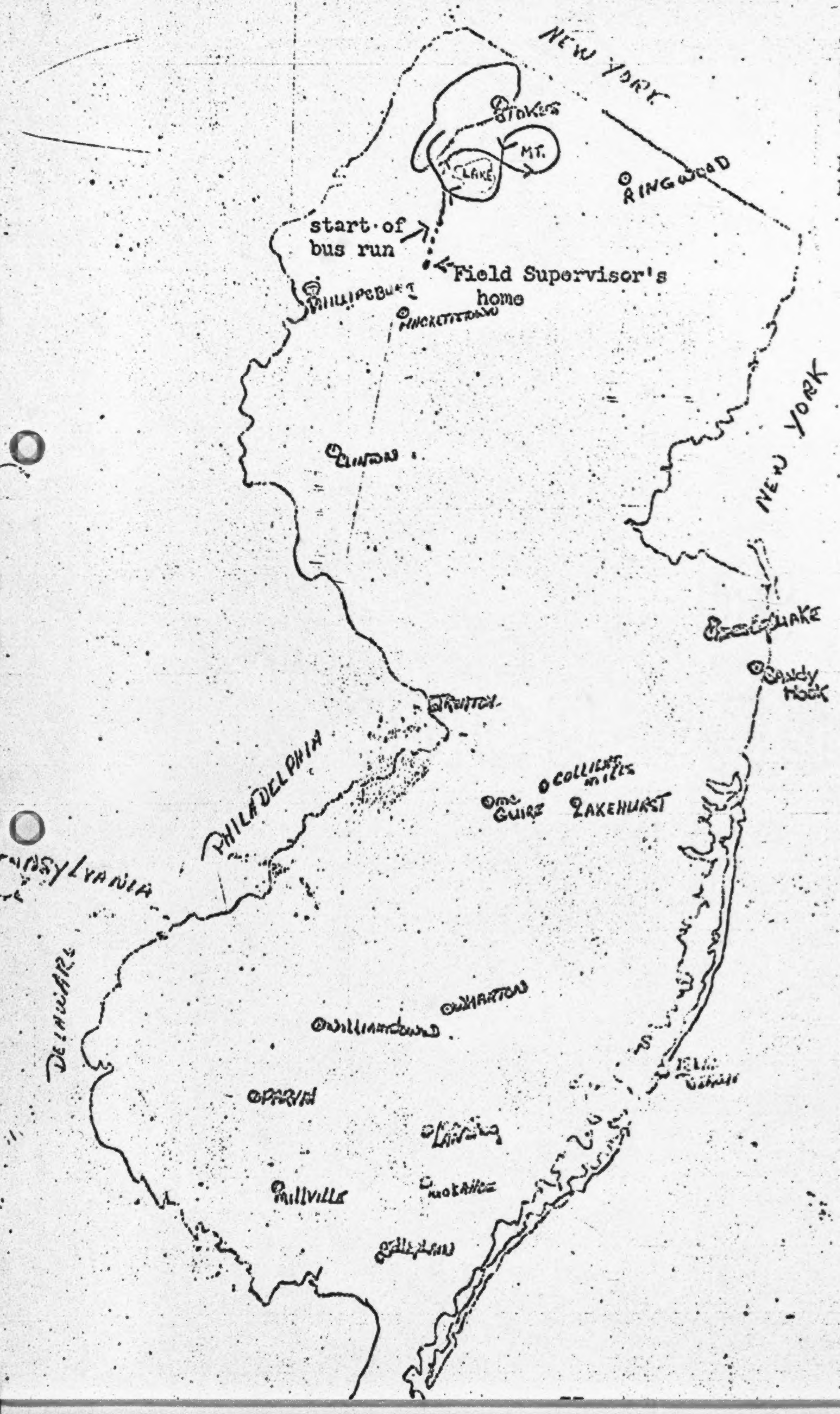
Williamstown

Private Non Profit Agency

Camp Happy-Times

*Denotes sites that had less than 6 enrollees working at any given time.

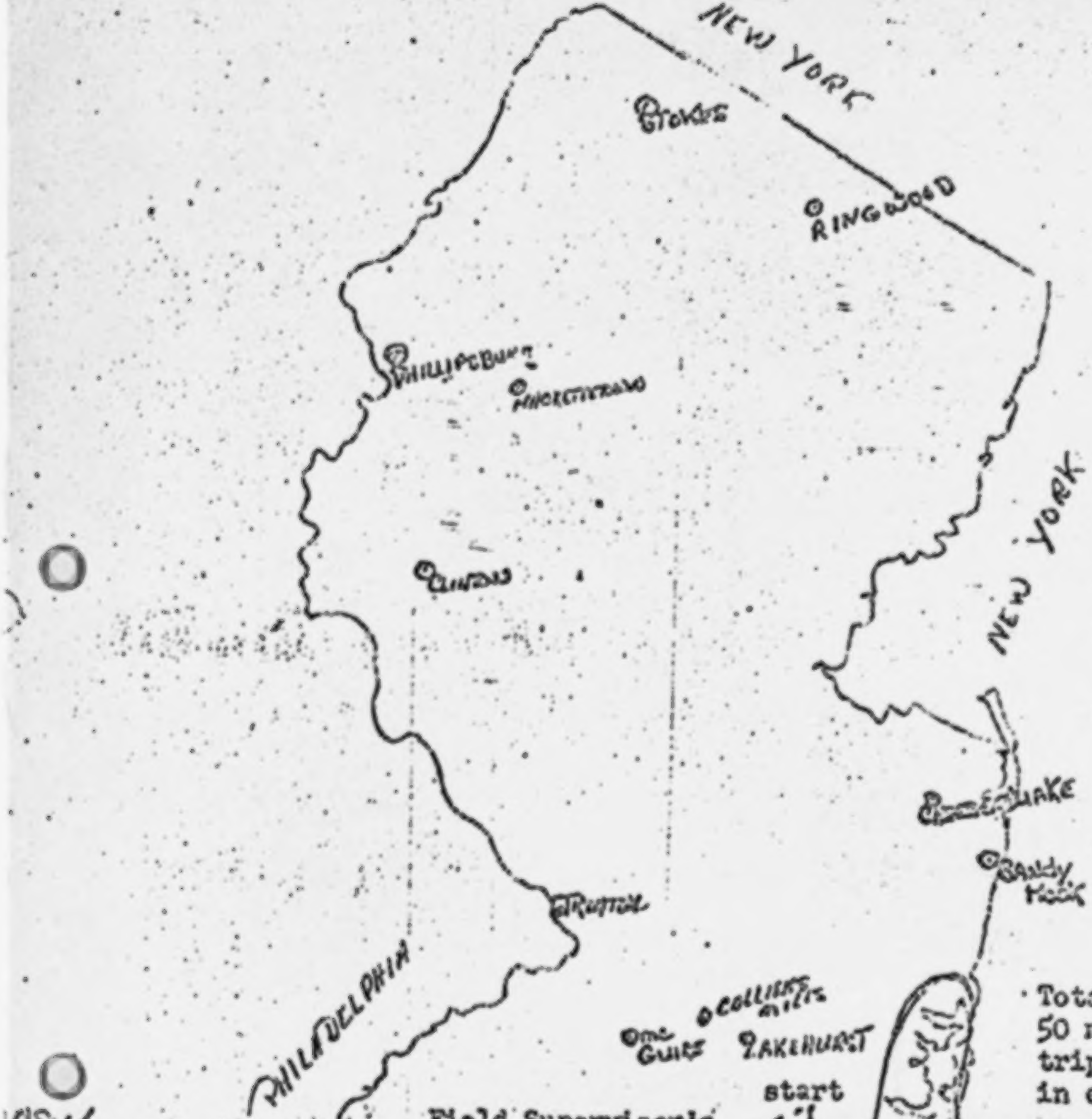
BUS ROUTE # 1
[illegible]


NEW YORK
STOKES
MT.
LAKE
RINGWOOD
start of bus run
Field Supervisor's home
PHILLIPSBURG
HACKETTSTOWN
CLINTON
NEW YORK
LAKE
Sandy Hook
TRENTON
PHILADELPHIA
PENNSYLVANIA
COLLIERS MILLS
MC GUIRE
LAKEHURST
DELAWARE
WHARTON
WILLIAMSTOWN
PARVIN
MILLVILLE

The figure 8 bus run was
2 hours in duration because of the natural ob
stacles encountered.

Distance: 25 mi. to Par
Running Time: 1½ Hours.

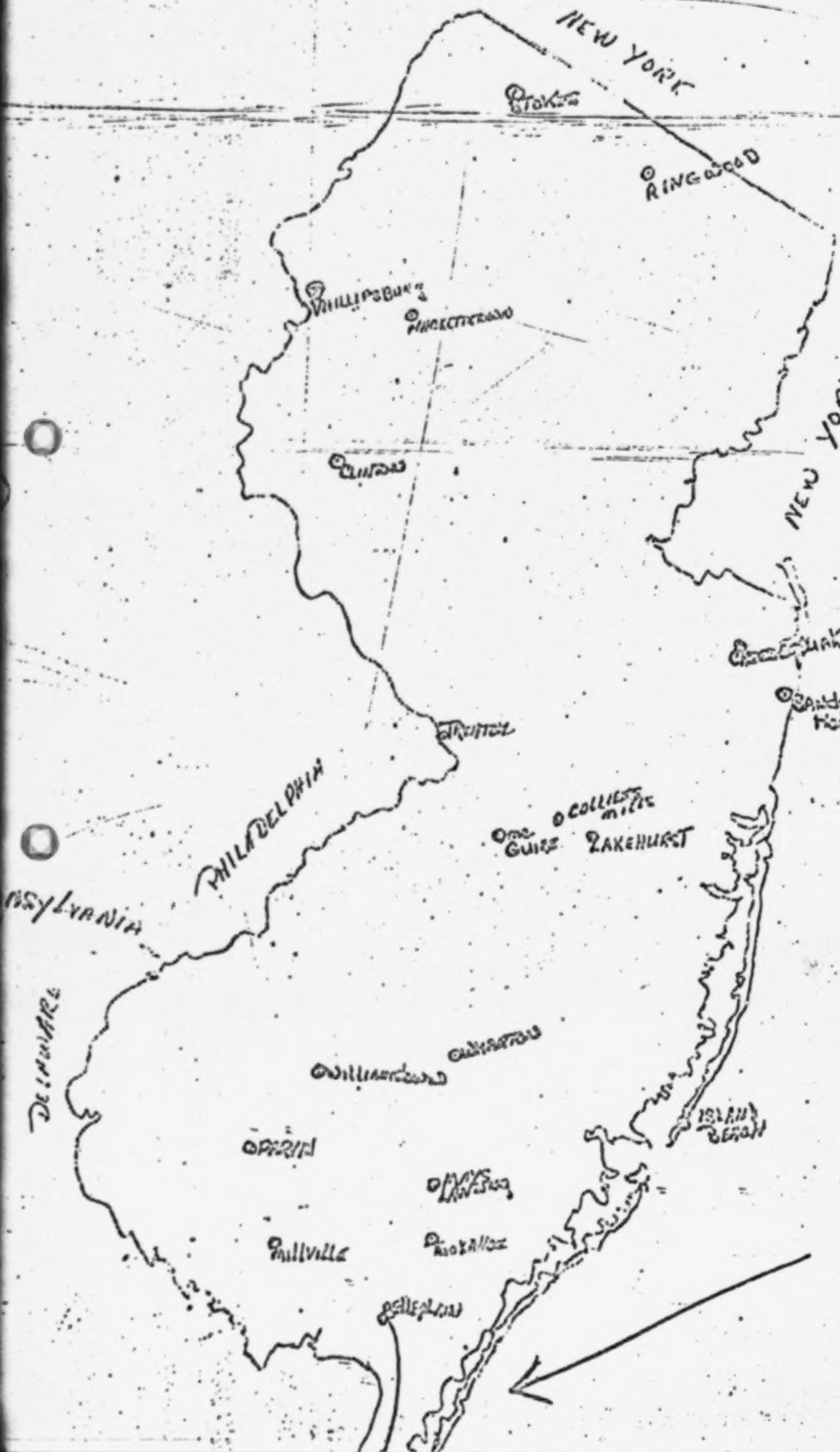
BUS ROUTE 2
(hop u[illegible])


NEW YORK
STOKES
RINGWOOD
PHILLIPSBURG
HACKETTSTOWN
CLINTON
NEW YORK
SANDY HOOK
TRENTON
PHILADELPHIA
PENNSYLVANIA
COLLIERS MILLS
MC GUIRE
LAKEHURST
start
Field Supervisor's home
DELAWARE
WHARTON
WILLIAMSTOWN
ISLAND BEACH
PARVIN
MAYS LANDING
MILLVILLE
BELLEPLAIN

Total distance to Park -- 50 miles or 100 miles round trip. This bus route was in existance for 8 months.

Running Time: 2 Hours.

BUS ROUTE 3
(Str[illegible]n)


NEW YORK
STOKES
RINGWOOD
PHILLIPSBURG
HACKETTSTOWN
CLINTON
NEW YORK
LAKE
SANDY HOOK
TRENTON
PHILADELPHIA
NSYLVANIA
COLLIERS MILLS
MC GUIRE
LAKEHURST
DELAWARE
WHARTON
WILLIAMSTOWN
PARVIN
MAYS LANDING
MILLVILLE
ISLAND BEACH
BELLEPLAIN

This route illustrates the distances the bus must travel when the route is for all practical purposes a straight run. This bus run is 40 miles from the pocket of poverty to Belleplain State Forest.

Running Time: 1½ to 13/4 hr

TYPES OF JOBS DEVELOPED FOR RYDP YOUTH

Sailmaker
General Laborer
Machine Helper
Body Repair Helper
Glass Worker
Rubber Molder
Mech. Helper
Dry Cleaner
Auto Access. Installer
Folding Machine Opr.
Service Station Attendant
Floor Assembler
Porter
Painter Helper
Hand Presser
Under Presser
Floor Worker
Elec. Helper
Sausage Helper
Beef Boner
Landscaper
Plastic Engr. Helper
Floor Cover Mech.
Parts Man
Institution Attendant
Farm Laborer
Greenskeeper
Welder
Layer Attendant
Baker
Warehouseman
Boat Builder
General Typist
Clerk-Typist
Routeman
Carpenter Helper
Meat Cutter
Shaveman
Tube Cutter
Tree Pruner
Sheet Metal Worker
Lumber Yard Worker
Salesman
Speedometer Repairman
Orderlies
Distributor
Auto Lubricator
Cook Helper
Candy Wrapper
Sander
Spotter
Drill Press Operator

TYPES OF JOBS DEVELOPED FOR RYDP YOUTH (Cont'd.)

Truck Driver

Assembler

Carpet Cutter

Maintenance Mechanic

Roofer Helper

Plumber Helper

General Clerk

Maintenance Man

Precision Mtl. Helper

Fur Cutter

Insulation Hoseman

Siding Helper

Paper Cutter

Administrative Assistant

Material Coordinator

Housekeeper

Pipe Molder

Weaver

Printer

Stockgirl

NCR Billing Operator

Optician Dispensing

Shipping and Receiving Clerk

Pallet Maker

Auto Repair Serviceman

Manager Trainee

Chemical Laborer

Gardener Helper

Punch Press Operator

General Utility Man

Silk Screen Operator

Fibre Boat Assembler

General Serviceman

Fork Lift Operator

Paint Sprayer

Boiler Room Helper

Meat Lugger

Dishwasher

Cleaners and Waxers

Sales Clerk

Airport Serviceman

Mold Die Caster

Airplane Assembler

Production Packer

Sandwich Counter Attendant

Cabinet Maker

Stamping Machine Opr.

Plastic Boot Assembler

Paint Mixer

779 job openings active
129 job openings inactive
908 total job openings developed

102 different job classifications

Counselor Caseloads March 31, 1966	SOOY	BURNS	FRIEDLANDER	BRISCOE	FLETCHER	TUCHMAN	COOKE	SMITH	FELLA	TOTAL
A - Accepted Not Enrolled										
B - Enrolled On Site	47	42	29	25	25	30	16	11	11	236
C - Interrupted	6	27	16	2	7	2	14	2	1	77
D - In School										
E - Evaluation Center										
F - Rehabilitation Serv.								1		1
G - Awaiting Placement	6	1			1	1		2	3	14
H - OJT	8	6		6	2	2		1		25
I - Institutional Trng.	8									8
J - In Employment	11	10	2	7	3	5	9	8	6	61
Total Caseload	86	86	47	40	38	40	39	25	21	422

AS OF APRIL 30, 1966

SOCIAL AND ECONOMIC CHARACTERISTICS OF RMDP ENROLLEES

	NORTHERN REGION	CENTRAL REGION	SOUTHERN REGION	TOTAL ACTIVE CASES	TOTAL CLOSED CASES	GRAND TOTAL	
						NUMBER	%
TOTAL	56	148	127	331	466	797	100
A. BIOGRAPHICAL							
AGE							
16-17	40	88	79	207	280	487	61
18-19	11	45	35	91	143	234	29
20-21	5	15	13	33	43	76	10
SEX							
Male	56	113	122	291	457	748	94
Female	0	35	5	40	9	49	6
RACE							
White	43	64	89	196	298	494	62
Negro	13	82	38	133	154	287	36
Puerto Rican	0	2	0	2	14	16	2
MARITAL STATUS							
Single	56	143	124	323	459	782	98
Married	0	5	3	8	7	15	2
INCOME*							
Under $3,000	5	58	32	95	150	245	31
$3,000-$4,000	33	42	50	125	164	289	36
Over $4,000	18	48	45	111	152	263	33
FAMILY SIZE							
Under 4	5	38	29	72	137	209	26
4-6	25	63	52	140	175	315	40
7-9	20	36	28	84	111	195	25
Over 10	6	11	18	35	43	78	9
MILITARY STATUS							
Not applicable	42	129	99	270	347	617	78
Classified 1A	8	6	14	28	51	79	10
Other Classification	6	13	14	33	68	101	12
B. EDUCATION							
Left School Before Completing 8th Grade	12	15	31	58	75	133	17
Left School Before Completing 12th Grade	37	103	86	226	354	580	73
Graduated	0	26	4	30	26	56	7
Special Classes	7	4	6	17	11	28	3

*Information on income must be interpreted in light of the average family size.

SOCIAL AND ECONOMIC CHARACTERISTICS OF RMDP ENROLLEES (Cont'd.)

	NORTHERN REGION	CENTRAL REGION	SOUTHERN REGION	TOTAL ACTIVE CASES	TOTAL CLOSED CASES	GRAND TOTAL	
						NUMBER	%
TOTAL	56	148	127	331	466	797	100
C. WORK HISTORY							
No Work History	21	63	28	112	110	222	28
Seasonal	1	13	40	54	68	122	15
Part Time	7	16	13	36	91	127	16
Regular-1 mo or less	6	19	15	40	80	120	15
-more than 1 mo	9	19	23	51	100	151	19
Not in Labor Market	0	1	1	2	1	3	1
Unemployed	12	17	7	36	16	52	7
D. ARREST RECORD							
No Arrest Record	41	109	98	248	305	553	70
Previous Record of Arrest	6	10	14	30	57	87	10
Currently on Probation	7	21	5	33	60	93	12
Currently on Parole	2	8	10	20	44	64	8

SOCIAL AND ECONOMIC CHARACTERISTICS OF EMPLOYED ENROLLEES

As of August 1966

A. BIOGRAPHICAL	SUCCESSFULLY EMPLOYED (TERMINATED)	IN EMPLOYMENT OR OJT (ACTIVE)	TOTAL NUMBER	%
TOTAL	165	141	306	100
AGE				
16-17	88	76	164	54
18-19	54	42	96	31
20-21	23	21	44	14
22 and over		2	2	1
SEX				
Male	157	121	278	91
Female	8	20	28	9
RACE				
White	116	90	206	67
Negro	45	46	91	30
Puerto Rican	4	5	9	3
MARITAL STATUS				
Single	163	133	296	97
Married	2	8	10	3
INCOME				
Under $3,000	60	52	112	37
$3,000-$4,000	54	50	104	34
Over $4,000	51	39	90	29
FAMILY SIZE				
Under 4	49	35	84	27
4-6	56	55	111	37
7-9	43	35	78	25
Over 10	17	16	33	11
MILITARY STATUS				
Not applicable	109	100	209	68
Classified 1A	20	20	40	13
Other Classification	36	21	57	19
B. EDUCATION				
Special Class	4	5	9	3
Left prior to 8th Grade	23	25	48	16
Left prior to 12th Grade	119	91	210	68
Graduated	19	20	39	13

SOCIAL AND ECONOMIC CHARACTERISTICS OF EMPLOYED ENROLLEES (Cont'd.)

	SUCCESSFULLY EMPLOYED (TERMINATED)	IN EMPLOYMENT OR OJT (ACTIVE)	TOTAL NUMBER	%
TOTAL	165	141	306	100
C. WORK HISTORY				
No Work History	42	37	79	26
Seasonal	28	25	53	17
Part Time	36	18	54	18
Regular - 1 mo. or less	13	14	27	9
Regular - 1 mo. or more	46	47	93	30
D. ARREST RECORD				
No Arrest Record	122	114	236	77
Previous Record of Arrest	21	13	34	11
Currently on Probation	16	10	26	9
Currently on Parole	6	4	10	3

STATISTICAL ANALYSIS OF RYDP

In the first year of the Program approximately 1,000 youth from rural New Jersey have been interviewed for enrollment. About 200 were found not to meet the index of poverty criteria as stipulated by the Neighborhood Youth Corps and were not enrolled. Slightly over 800 youth were actively enrolled and began working at various job sites throughout New Jersey.

Nearly 200 are still enrolled in the Program and are actively engaged in work experience. About 600 have either successfully completed the Program or have left the Program for a number of reasons. A breakout of the 600 follows:

Placed in regular employment	165
Placed in On-The-Job Training employment	20
Placed in institutional training (MDTA)	10
Returned to school	25
Entered armed forces	30
Entered Job Corps	55
Referred to other agencies for services	15
Off site, awaiting placement services	20
*Interrupted	60
TOTAL	400

The above 400 individuals are considered to be individuals who positively benifitted from the Program.

About 200 individuals who joined the Program cannot be considered to be successes even though the Program may have benefitted them in some way. The various categories are as follows:

Accepted for enrollment -- did not report or worked less than one week	58
Moved from New Jersey	25
Moved, unable to locate	20
Dismissed for disciplinary reasons	25

STATISTICAL ANALYSIS OF RYDP (Cont'd.)

Lost interest in Program and voluntarily quit	47
Incarcerated or instituionalized	25
TOTAL	200

*Enrollee absent for more than 10 days. Reasons being investigated. These are actively followed for two months.

ANALYSIS OF REJECTED CASES AS OF APRIL 30, 1966

Of the 1,000 candidates interviewed in the first year of operation, 200 did not meet the standards for enrollment in RYDP.

They were rejected for the following reasons:

Failed to report for Medical Examination	26
Exceeded NYC Income Criteria	115
Obtained other employment	14
Returned to School	7
*Did not Report for Work	23
Not Interested	9
Other reasons	6
	200

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*They were accepted but not enrolled. Actually they should be status Z in our records, not rejected cases.

Medical Services for RYDP Enrollees (March 1965 to April 1966)

Examinations	
Male	712
Female	45
Total Examinations	757
Participating Hospitals	18
Paid to Hospitals	$19,166.00
Paid to Doctors	2,615.40
Total Paid	$21,781.40
Average Cost per Enrollee Serviced	$28.77
Hearing and Speech Referrals	74
Referrals for Visual Defects to the Commission for the Blind	65

Dental Services for RYDP Enrollees (June 1965 to April 1966)

Number of Boys Serviced	88
Number of Girls Serviced	18
Total Completed	106
Number of Dentists with Program (Out of 48, only 13 participated)	48
Total Cost of Dental Services	$12,673.76
Average Cost per Enrollee Serviced	$120.00

OMAT & NYC COMBINED STATISTICS

A total of $1,035,000 in Federal Funds and $93,000 in State funds was expended to serve 800 youths over a 13-month period.

These total expenditures are distributed as follows:

Enrollee Wages & Fringes	$ 403,500
Enrollee Transportation	131,000
Staff Salaries & Fringes	501,200
Staff Travel	32,500
Training Aids/Project Equipment	25,900
Other Administrative Costs	33,900
	$1,128,000

For statistical purposes various specific and gross determinations have been made to give us an insight of the project and are summarized below:

Average Wages and Fringes per enrollee	$ 504.00
Average Cost per enrollee-Federal funds	1,294.00 (13 mo.)
Average Cost per enrollee-Total funds	1,410.00 (13 mo.)
Number Enrollee Man Hours 4/5/65-5/6/66	295,618 Man Hours
Attendance is almost completely constant at -	79.7%
Average enrollee's time in project -	20 weeks
Average maintenance -	231 enrollees
Number of accidents (on the job)	125
Lost time due to accidents	168 days
Lost time per cent of total	.54 or 1/2%
Estimated Total Medical Costs	$2,500

Enrollee Transportation (buses)	333,000 Miles
Bus Transportation Cost	30¢/Mile
Approximate man days lost due to vehicle breakdown, maintenance and bad driving weather	900 Man Days
Staff Travel	308,000 Miles

Equipment cost per enrollee	$32.50